

87. Exactly what “substantial, facilities-based competition” means could be a matter for debate in future section 271, Track A applications: The early-entry view would emphasize a little actual facilities-based entry, with the potential for rapid expansion relying on unbundled network elements purchased from the RBOCs. There are two serious problems with this view. First, because BellSouth’s procedures governing the purchase of unbundled elements are still in flux and have not been widely provided to local service entrants anywhere in its service territory, let alone in South Carolina, it is not possible to reach informed judgments about entry and fringe supply elasticity that relies on unbundled network elements. We should not now presume that local competition can develop rapidly, when actual experience in the near future can provide an empirical basis for making an informed judgment. Second, the pricing principles for and the final pricing of unbundled network elements have not been established by the South Carolina commission. If the final terms are less conducive to economic purchase of unbundled network elements than the current interim terms, then regulators may well find themselves in the position where an interLATA application was approved based on current arrangements but would have been denied if based on the more permanent conditions. Thus, even if regulators are far more optimistic about the ability of state and federal regulators to manage competition efficiently through regulation of unbundled elements than we are, it is clear that no informed decision can now be made about the potential for competition based on unbundled elements in South Carolina.

88. BellSouth's economic argument for Track B authority is completely unpersuasive. The argument depends critically on the IXC's accelerating their local entry in response to a grant of Track B authority in order to ameliorate the costs to them of discrimination by BellSouth. Yet BellSouth also argues that there will be no discrimination because regulation will prevent it. BellSouth's explanation for why entry in South Carolina by CLECs other than the IXC's has been inconsequential is incorrect. BellSouth argues that the value of these CLECs' local investments would be reduced by any IXC interest in local service that might follow a grant of interLATA authority to BellSouth. Therefore these CLECs are said not to be investing even though the investments, but for the fear of later local entry by the IXC's, would be profitable. This argument assumes that the IXC's would enter local telephony only with their own facilities. However, the profits to the CLEC from selling services to the IXC, joint venturing with an IXC, or being acquired by an IXC are completely ignored. Thus BellSouth's economic argument for Track B authority is built on incorrect and, in some cases, internally inconsistent assumptions.


89. Finally, the South Carolina application is also premature when judged against the "carrot" rationale for interLATA entry. BellSouth's incentive to cooperate in making unbundled elements available at cost-based rates derives entirely from the prospect of being allowed to provide interLATA service. Its business incentives are entirely the opposite -- firms generally do not want to reduce the costs others must incur to enter their markets, and BellSouth is no different. If BellSouth gets its reward (or gets and eats its carrot) before regulators can judge how well the procedures governing competitors' access to unbundled elements actually work in

practice, regulators will have no benchmarks against which to judge BellSouth's subsequent behavior derived from a time when it had at least some incentive to cooperate.

I declare, under penalty of perjury, that the foregoing is true and correct. Executed on
October 17, 1997.


Kenneth C. Baseman

I declare, under penalty of perjury, that the foregoing is true and correct. Executed on
October 17, 1997.


Frederick R. Warren-Boulton

APPENDIX A

Why Traditional Regulation Will Likely Be Ineffective in Controlling Anticompetitive Behavior

1. The tools and traditions of regulators are less well suited to disciplining incumbent resistance to opening up local markets to competition than to dealing with traditional regulatory issues in an unchanging regulated environment. Traditional regulatory tools may work well when dealing with issues such as revising the price for local exchange service to a particular class of customers in a stable economic environment. A traditional regulatory approach is likely to be inadequate, however, when both entrants and consumers are affected by the incumbent's compliance decision, when incumbent decisions can impose irreparable harm, or where detection and punishment for bad acts are not certain (implying optimal penalties that are a multiple of the harm in cases where violations are detected).

2. To illustrate, let us begin with an example where regulation is least likely to result in error, and then relax some critical assumptions.

**(A) Traditional regulation of consumer prices charged by a regulated monopoly:
Remediable harm with eventual regulatory certainty.**

3. Many regulators have allowed rate increases to go into effect subject to review. If the review shows that the rate increase was not warranted, then the firm is ordered to refund the excess charges on the quantity actually purchased by the consumers. This procedure can work fairly well because: (a) only consumers are affected by the initial overcharge, (b) consumers may

have purchased little more at the lower price,¹ (c) the harm to consumers and society is easily reparable (except for the aforementioned difference in quantities) through future refunds, and (d) the probability of detection is high (i.e., the regulator eventually selects the “right” price, based on regulatory principles, after its review). Importantly, the regulated firm has no incentive to restrict consumers’ purchases through non-price rationing devices. That is, the firm knows a higher price will induce lower unit sales, but the firm wants consumers to buy as much as they demand at the higher price.

(B) Irreparable harm, with eventual regulatory certainty.

4. Let us now change the example to an interconnection decision, or to a case where the LEC tries to restrict the quantities of UNEs purchased by entrants. We continue to assume that ILEC refusal is frivolous, in the sense that the RBOC believes that it will eventually be required to interconnect, or provide the quantity of UNEs that entrants demand. Under these conditions, it becomes much more likely that the penalty imposed will fail to fully reflect the harm to the rest of society, since the parties harmed include not only the entrant (or potential entrants) but also a multitude of dispersed consumers that would have benefitted from increased competition. As a

¹This is especially true if the price is a monthly lump-sum price, as in the monthly rate for unlimited local service. In that case, customers’ quantities of minutes will not be affected unless they drop service due to the rate increase. The available empirical evidence indicates that the demand for local service is very price inelastic, so the difference in quantities chosen at the higher and lower prices should be small.

practical matter, the harms to both consumers and potential entrant(s) will be difficult to estimate accurately, and many consumers will be unaware of the harm they have suffered, making it difficult and expensive to identify and compensate them. (Analogous problems that lead to irreparable harm arise in antitrust class action cases.)

5. Since entry reduces total profits and increases total welfare, the gain to a monopolist from deterring entry exceeds the gain to the entrant from entry, but is less than the gain to the entrant plus the gain to consumers. The appropriate amount to charge the ILEC when it finally must comply is the present value (including interest) of the effect on the rest of society; i.e., the lost profits to the entrant plus the loss of consumer surplus to consumers. We can rank the effects of non-compliance quantitatively as:

- the harm to entrant plus harm to consumer is greater than
- the gain to ILEC, which is greater than
- the harm to entrant.

It follows that even completely compensating the entrant for the effects of delay will provide insufficient incentives for the ILEC to comply, and lead to harm to competition and to consumers.

(C) Irreparable harm, with continuing regulatory uncertainty.

6. Whenever the probability of detection and punishment is less than one, the optimal

penalty to be imposed when a violation is detected and punished is a multiple of the harm caused: in its simplest formulation (i.e., assuming no false positives) the optimal penalty is:

$$F^* = H/R$$

where F^* = optimal penalty, H = harm to the rest of society, and R = probability of detection and punishment.

7. As discussed generally above, however, many acts an ILEC undertakes to inhibit entry into the local exchange may go undetected or unpunished. Thus optimal compliance requires that, when intentional violations are detected and punished, the penalty should be a multiple of the harm caused. Unfortunately, given the complexity of these decisions and the informational asymmetry between the ILEC and regulatory bodies -- and even between the ILEC and the entrant -- establishing clear intent often may be very difficult. Therefore, compliance can only be ensured by imposing truly draconian penalties when clear intentional violations are identified. To the extent that regulators would be unable or unwilling to impose such draconian penalties -- or, even more obviously, when cases of clear intent are never identified -- regulatory sanctions are unlikely to be sufficient to ensure optimal compliance.

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Education

- 1975 Ph.D., Economics, Princeton University
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- 1969 M.P.A., (Master of Public Affairs) Woodrow Wilson School of Public & International Affairs, Princeton University
- 1967 B.A., Economics, Yale University, *cum laude* with High Honors in Economics

Experience

- Principal, MICRA: Microeconomic Consulting and Research Associates, Inc., Washington, D.C.; August 1991 - present.
- Resident Scholar, American Enterprise Institute for Public Policy Research, Washington, D.C.; May 1989 - April 1990, Adjunct Scholar, May 1990 - present.
- Visiting Lecturer of Public and International Affairs, Woodrow Wilson School of Public and International Affairs, Princeton University, Princeton, NJ; Spring Semester, 1991
- Senior Vice President, ICF Consulting Associates, Inc., Washington, D.C.; November 1989 - August 1991.
- Research Associate Professor of Psychology, The American University, Washington, D.C.; September 1983 - 1990.
- Deputy Assistant Attorney General for Economic Analysis, Antitrust Division, U.S. Department of Justice, Washington, D.C.; October 1985 - May 1989.

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Research Associate, Center for the Study of American Business, Washington University in St. Louis;
July 1978 - June 1985.

Associate Professor, Department of Economics, Washington University in St. Louis; July 1978 - June
1985. Chairman, Graduate Committee, 1978 - 1980. Chairman, Undergraduate Committee,
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Assistant Professor, Department of Economics, Washington University in St. Louis; September 1972
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Assistant in Instruction, Woodrow Wilson School of Public and International Affairs, Princeton
University, Princeton, N.J.; 1969 - 1971.

Research Consultant, Ford Foundation, Kingston, Jamaica, W.I.; Summer 1969.

Fields Taught

Graduate: Industrial Organization, Economic Development and Planning, Microeconomic Theory,
International Trade, International Finance, Economic Theories of Behavior, Applied
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Undergraduate: Government and Business, Industrial Organization, International Trade, International
Finance, Economic Development, Intermediate Microeconomic Theory, Intermediate
Macroeconomic Theory, Introductory Microeconomic Theory, Introductory Macroeconomic
Theory.

Grants

National Science Foundation. Grant title: "Income Maximizing in Choice and Rate Effects," 1988 -
1991.

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National Science Foundation. Grant title: "Application of Economic Theory to Operant Schedule Effects," 1985 - 1987.

National Science Foundation. Grant title: "Income and Choice," 1983 - 1985.

Professional Activities

Referee, *American Economic Review*, *The Bell Journal of Economics/Rand Journal*, *Economic Inquiry*, *Industrial Organization Review*, *Journal of Industrial Economics*, *Journal of Law and Economics*, *Journal of Political Economy*, *Quarterly Journal of Economics*, *Southern Economic Journal*.

Member, Editorial Board, *International Journal of the Economics of Business*.

Member, American Bar Association, American Economic Association, Southern Economic Association, Western Economic Association.

Languages

French, German

Publications

"Exclusionary Behavior in the Market for Operating System Software: the Case of Microsoft," in *Opening Networks to Competition: the Regulation and Pricing of Access*, David Gabel and David Weiman, eds.; Kluwer Publishers, 1996 (forthcoming), with Kenneth Baseman and Glenn Woroch.

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- City of Los Angeles: Declaration in Air Transport Association of America, et al., v. City of Los Angeles, City of Los Angeles Department of Airports and Los Angeles Board of Airport Commissioners, Docket No. 50176, March 1995.
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California Public Utility Commission, Division of Ratepayer Advocacy: Proposed merger of Southern California Edison Company and San Diego Gas and Electric Company, July 1990.

Altai, Inc.: Expert witness in Computer Associates, Inc. v. Altai, Inc., April 1990.

NFL Players Association: Deposition in Marvin Powell v. National Football League, September 1989.

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Consolidated Aluminum Corporation: Deposition in Indal, Inc. v. Consolidated Aluminum Corp., April 1983.

Battelle, Pacific Northwest Laboratories. Analyses of bidding for offshore oil leases and of the effects of Building Energy Performance Standards on energy demand, September 1979 -1981.

U.S. Senate Commerce Committee, Senator Danforth presiding: Testimony on corporate average fuel economy (CAFE) standards, November 15, 1979.

State of Missouri, Office of the Public Counsel: Expert witness on electric utility rate structures, 1978.

Federal Trade Commission: Study on Vertical Distribution Arrangements, January 1, 1977 - August 1, 1978.

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Education

- 1975 Ph.D. Candidate, Economics, Stanford University (M.A. plus two years additional course and seminar work required for admission to Ph.D. candidacy.)
- 1975 M.A., Economics, Stanford University
- 1971 B.A., Economics, *magna cum laude*, Carleton College

Experience

Mr. Baseman is a Principal of Microeconomic Research and Consulting Associates, Inc., (MiCRA). He was a founder of the firm in 1991.

Prior to joining MiCRA, Mr. Baseman was a vice president of ICF Consulting Associates and previously employed by the Antitrust Division of the U.S. Justice Department (1975-1981, 1983-1985) and by Economists, Inc. (1981-1983). In these positions, he developed expertise in a wide variety of industries, including: telecommunications; computer software; cable television; crude oil markets; tires; numerous chemicals; newspapers; electric utilities; air conditioning; elevators; jet engines; and various aspects of the television industry, including program production, contractual licensing arrangements, music licensing, TV set manufacturing and R&D joint ventures.

As a private consultant, his work has been primarily focused on providing economic analysis for antitrust or regulatory issues. Mr. Baseman has headed or (where indicated) shared lead responsibility for the following projects:

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Telecommunications and FCC Issues

- Preparation of a report submitted to the FCC, co-authored with Frederick Warren-Boulton and Susan Woodward, on appropriate principles of depreciation and capital recovery under the 1996 Telecommunications Act.
- Analysis for MCI and AT&T of various interconnection pricing and costing issues under the 1996 Telecommunications Act.
- Preparation of a report submitted to the FCC, co-authored with Harold Van Gieson, on appropriate depreciation for local exchange carriers.
- Preparation of a report submitted to the FCC on appropriate bidding restrictions to prevent anticompetitive pre-emption in spectrum auctions.
- Preparation of an affidavit for MCI on the effects of expanded interconnection between local telephone companies and competing providers of access.
- Preparation of several reports for MCI, some of which were co-authored with Stephen Silberman, on the effects of price cap regulation; especially as applied to the local exchange carriers. Presentation of the analysis to the FCC staff.
- Preparation of a report for the National Cable Television Association on integration by local telephone companies into video programming markets.
- Preparation of a report for MCI, co-authored with Stephen Silberman, on the economics of line-of-business restrictions.

Antitrust

- Deposition and trial testimony on behalf of the Antitrust Division in its lawsuit challenging the acquisition of the Northwest Arkansas Times by the owners of the Morning News of Northwest Arkansas.
- Preparation of economic analysis regarding Outdoor Systems' acquisition of Gannett's Houston area billboard business.

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- Preparation and presentation of economic analysis to the Antitrust Division about Michelin's acquisition of Uniroyal Goodrich.
- Preparation of a report, co-authored with Frederick Warren-Boulton, on the competitive effects of Microsoft's licensing practices for operating systems and complementary software.
- Preparation and presentation of "disruptive buyer" analysis to the FTC regarding Brunswick's partial equity interest in and supply contract with Tracker.
- Preparation of an affidavit filed on behalf of McClatchy Newspapers on the absence of any competitive effect of the purchase by McClatchy of the Raleigh News & Observer.
- Economic testimony on behalf of Trane on market power, market definition, and vertical restraint issues in Tarrant v. Trane.
- Preparation and presentation of economic analysis to the FTC on St. Gobain's acquisition of Carborundum.
- Affidavit and deposition testimony on behalf of PMBR in its antitrust litigation with BAR/BRI.
- Economic testimony on behalf of the Antitrust Division in hearings on the proposed newspaper joint operating agreement in Detroit.
- Preparation and presentation of economic analysis to the FTC on First Data Corporation's proposed acquisition of Western Union.
- Preparation and presentation of economic analysis to the FTC on Illinois Tools Works' acquisition of Cyklop.
- Preparation of economic analysis submitted to the FTC on Brunswick's licensing and acquisition agreement with Perry-Austen.
- Preparation and presentation of economic analysis to the FTC concerning Witco's acquisition of DeSoto.
- Presentation of economic analysis and deposition testimony to the FTC involving a merger in the chemicals industry (Henkel Corp. acquisition of Parker Chemical).